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Allocation of Federal funds has initiated many programs designed to study and solve migrant education problems. Evaluation of the effect of these programs has been after-the-fact, without adequate controls to evaluate an objective which has not been adequately defined. The objectives suggested as national goals in this paper are: (1) develop and extend nutritional and medical care to migrant mothers and children from conception to early school years; (2) arrange conditions so that migrant youth can make a decision to leave or stay in the migrant stream; (3) develop a projection of migrant needs into the future; (4) collect data concerning migrant families; (5) develop coordination and cooperation among states and agencies; (6) develop pre-service and inservice education for teachers of migrants; (7) meet migrant problems at the local level; and (8) maintain constant evaluation of the objectives. (DK)

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NATIONAL GOALS FOR MIGRANT EDUCATION

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NATIONAL GOALS FOR MIGRANT EDUCATION *

The major resource of our country lies in the potentiality of all our children. What we do to encourage and free their possibilities may well determine the future of our nation as a stronghold of the democratic process and life. Children are not so unintelligent that they cannot make comparisons between a one-room dirt floor shack and a modern three bedroom bungalow. Children see differences in the clothes they wear and those of their classmates. The differences are polarized in the minds of children in the migrant streams: affluence and poverty; hot lunch and peanut butter sandwich; supermarket and company store; tile lavatory and privy; playgrounds and fields.

We cite research which tells us that the first five years of life are crucial to wholesome adult development, and then, we begin our educational offensive when children reach the age of six. We believe that emotional stability is best nurtured in the early years and yet we wait till adolescence

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to organize guidance programs and hire personnel for children long gone psychologically, if not physically, from the school setting. We ask questions and seek answers which are not relevant to the basic needs of all human beings.

Relevant questions we should be asking relating to the basic needs of all human beings are these:

> Food, sleep, air, shelter, and protection from danger.
>
> A chance to be loved and to love.
>
> An opportunity to be an independent person, but able to depend on others also.
>
> A feeling of importance and value as an individual.
>
> Freedom to explore, to grow, to learn, and to create. [1]

Our questions belie, perhaps inadvertently, our true concerns for migratory youth. One central criterion should concern us as we seek to develop fundamental questions - as we pursue national goals - "Will what we are doing affect positively the potentiality of all children whether migratory or stationary, Negro or Anglo, Spanish speaking or non-standard dialect?"

The problems attendant to migrant children cannot be divorced from their inner-city peers. The complexities of our present day make every man his brother's keeper regardless of the reluctancy or hesitancy of any one person to be so. Listen to Senator Javits: "The crisis of the core city is also a crisis for rural America, whose people are taking flight to the cities as farm man-power needs diminish. No program or effort which seeks to resolve the problems of the city slum can stand alone . . ." [2]

Let us aim at the problem in its totality and focus on our children in their individuality. And let this focus be adjusted by the criterion

of what will affect in a positive way their potentialities.

In an allegorical sense, we can ask as did the Prophet Isaiah, "Who hath believed our report?" Opulent America cannot believe because they do not see these people who are crowded in camps off from the mainstream of our society. We see the reflections of the sun on rockets encircling our earth - and because we see work of man in outer space our eyes are blinded to the needs of man in his inner space at the price tag of 4 to 1. It is not a matter of being unable to see - to believe the report of poverty in the midst of plenty - it is that we do not wish to believe.

Perhaps it is as Isaiah wrote, and again we take poetic license to make this point, "For he [the migrant child] shall grow up . . . as a tender plant, and as a root out of dry ground· he hath no form nor comeliness: and when we shall see him there is no beauty that we should desire him." Until we have the fortitude to take the part of this migrant child, no matter how unlovely he may be, we can not say we are truly interested in the well-being of all children.

At least 150,000 migrant children, according to the National Committee on the Education of Migrant Children, make the trek from south to north and back again as their parents follow the harvests in search of employment. Another report states: "An estimated 50,000 are on the road between October and May when other children are in school and larger numbers miss school time at the beginning and end of school semesters." [3]

Migrant Children - Our First Consideration

But asking ourselves how many migrant children are in school is not fundamental as we seek answers to their educatory problems. Even if they

were all in school on any given day would not be relevant. Before we can even consider the physical setting of the school house in relation to them, we must first consider the children from the moment of conception. We are deluding ourselves in thinking we can solve their educatory problems if we wait much beyond this time.

Therefore, as a national goal we must <u>develop and extend medical, nutritional, child care, and educational assistance to migrant mothers and their children from conception into the early school years.</u>

An inadequate diet in the early years of life can impair mental development, language skill, and physical development.[4] Regardless of the competency of the teacher, she cannot under any circumstances overcome these prenatal and early-childhood deficiencies.

The <u>Florida Health Notes</u> details the life of "a typical migrant family - the Miggs."

> The Miggs suffer from lack of proper foods. They don't know about balanced diet, nutrition, etc. Many of them have no experience in cooking the vegetables they harvest. Shortage of space and limited equipment in their quarters make adequate preparation of food almost impossible. Mrs. Miggs usually serves fried fish, grits, collards and bread for breakfast. Food in the fields may consist of a meat sandwich and a bottled soft drink purchased from a lunch truck. When she returns from the fields in the evening, Mrs. Miggs usually is so tired that the late meal consists of canned food and soft drinks.
>
> The children, if they are not in school, eat breakfast leftovers or have nothing between breakfast and supper. Daily trips to the store are necessary because of the lack of a refrigerator; the only cooking utensils are a couple of frying pans; and the stove is a two-burner hotplate or kerosene stove. If the Miggs do not have money to buy food when in the Belle Glade area, they live on fish from the canals and abandoned vegetables from the fields.[5]

The effect on the child due to an inadequate diet is incalculable.

Dr. Phillip L. White states:

> To delay until a child has reached school age to institute dietary alterations to correct malnutrition is to wait too long. Correction must begin well before the child reaches school . . . The critical period for the realization of the ultimate potential of central nervous system development and brain development is during the last trimester of pregnancy and during the infant's life. The brain achieves almost its normal size in the first four years and the most rapid development occurs during the first two years . . . So it is at this time optimum nourishment is extremely critical for establishing the appropriate conditions for optimal growth of the brain and the central nervous system. It has been well established in studies in most every country of the world that interference with growth and development during the first four years will produce very significant stunting, stunting of growth in all probability and also stunting of mental development.[6]

A staff instructor at the Child Development Center of the University of Miami School of Medicine commented: "I can personally document numerous cases of children who are mentally retarded, not because of prenatal or birth injury, but solely because their mothers did not have the money to provide them with adequate nutrition. The large numbers of children with malnutrition in our state should shock us from our complacency."

And a final documentation for this goal, Senator Harrison A. Williams, Jr. Chairman of the Subcommittee on Migratory Labor Hearings:

> In 1964 the infant mortality rate among migrants was at the level of the country as a whole for 1949. The maternal mortality rate in 1964 was the same as the national level of a decade ago.
>
> Mortality from tuberculosis and other infectious diseases among migrants in 1964 was two and a

half times the national rate, approximating the national rate of more than a decade ago.

Of the more than 1 million migrants, including workers and their dependents, 750,000 still live and work outside the areas served by existing migrant health projects. This group includes, by conservative estimates -

1. Over 6,500 persons with diabetes who are without adequate medical care.
2. Over 5,000 migrants with tuberculosis who are traveling and working with their disease undetected and untreated.
3. Over 300 children under the age of 18 who have suffered cardiac damage as a result of rheumatic fever. These children are unlikely to receive treatment for prevention of reinfection and further cardiac damage. Such treatment is ordinarily readily available to most nonmigrant children in their communities.
4. Approximately 9,800 children who have undiagnosed and untreated iron deficiency anemia. This increases their susceptibility for childhood infection and interfers with their normal growth and development.
5. Over 250 infants who will die in the first year of life as a result of congenital malformation or disease. Early, adequate medical care will not be available for these infants.
6. Over 16,000 expectant mothers who will find it difficult to obtain prenatal care. Infant and maternal mortality can be expected to be significantly higher under such conditions.
7. Between 20,000 to 30,000 individuals who have enteric parasitic infestations - resulting in most cases from poor sanitation. Such a problem is almost nonexistent in the general public.

Just 2 months ago, in one of the wealthiest States in the nation - a migrant with an emergency illness was rejected by four hospital because he could not assure payment of the bill. At the fifth hospital, where he obtained attention, doctors said the patient had only about 2 hours left to shop around for hospital treatment.

Given such conditions for developing mentally and physically, it would not be difficult for most of us to decide whether we would prefer this type of life. We would not. The migrant youngster should be given the opportunity to make such a judgment, also.

Therefore, as a national goal we must order conditions in such a fashion that migrant youth can make a decision to leave or stay in the migrant stream.

A review in Time magazine of No Harvest for the Reaper filmed by National Educational Television points out the inability of some migrants to be able to leave the stream.

> The Long Island story begins in Arkansas where a crew chief, himself a Negro, recruits his workers ("All you've got to do is get on my bus"). He barely mentions the $30 fare that begins the treadmill of debt. Sometimes, in picking strawberries at 10¢ per quart, the migrants earn only $2 for their day's work. But the crew chief deducts $1.25 a day for transportation to the fields. He also overcharges them for their filthy accommodations, for their food (a concession controlled by his wife), and the 51¢-a-pint payday wine that he sells for $1. As a result, at the end of the Long Island harvest, the migrant will have no choice but to bus along with the crew to the next stop: Florida. And then back to Long Island-perhaps for a lifetime of latter-day slavery.

Implicit in this goal is the understanding that children will receive the educational wherewithal to actually take such action. This decision would be based on an adequate educational background including vocational training that would lead to worthwhile, satisfying employment. Since our present information reveals that most migrant youngsters withdraw from school after the elementary grades and very few ever go beyond

junior high school, it is mandatory that we include vocational guidance and training early and report whether this has any effect on the holding power of migrant students.

Organizational Cooperation and Commitment

A fundamental consideration charting the path into the future is the gathering of data which would specify the needs and place in society which migrant children might fill when grown into adulthood.

Therefore, as a national goal we must develop a projection of migrant needs and culture as they would appear to be in the next 10, 20, or 30 years.

We are all acquainted with the move from rural to urban areas. We know that small farmers are not the prime employers of migrant help. Actually, "The top 9 per cent of all farms pay more than 70 per cent of the total annual farm wage bill. More than 30 per cent of all expenditures for hired farm labor is made by one-half of one per cent of the very largest farms." [9] This should portend some future developments as they relate specifically to the education of migrant children.

Some questions come quickly to mind. Will automation deprive them of a livelihood as they now know it? What will life be like in the growing areas in the years ahead? If they were not to migrate, how would they be best assimilated? In the rural areas? In urban areas? Should we attempt to keep them from migrating? What does all this mean in terms of developing school plants? Curriculum? Employment opportunities?

There are, of course, no ready answers to these questions. But if military men in our Defense establishment play war games on the basis of what <u>might</u> happen under given holocaust situations, why can not we, looking to develop a brighter, meaningful life for children do much the same kind of conjecturing? To implement this goal there needs to be a standing committee of knowledgeable persons from the various government departments - Labor, Commerce, Health, Education and Welfare, Agriculture, Transportation, etc. - state departments - citizen advisory groups - growers - university personnel - and the migrants themselves, which would look into the future, report on trends, and keep the nation advised on possible events which would affect us all. Too long we have locked the gate after the horse has strayed.

One of our problems at present is inadequate data and knowledge about the migrant in terms of size of population, density, and distribution; health, housing and sanitation; educational and skill development.

Therefore, as a national goal we must <u>collect pertinent data concerning migrant children and the families from which they come.</u>

Careful studies of diverse migrant populations are now in the planning stages in the states of Louisiana, Florida, South Carolina and Virginia. These studies will be coordianted and it is hoped that the instruments and collected data will be of use not only to these states but to other states concerned about the migrant population. The Florida study will involve a total state look at the migrant populace including the determination of the major unmet needs of migrant children.

For example, in order to determine initially the educational skills, abilities, and potentials migrant children bring to school, a simple diagnostic instrument for teacher/pupil use will be devised and validated. The information in this study will be collected through individual contacts with the migrant families and their children and will go on throughout the calendar year. Interviewers will be selected and trained to gather information from the counties which migrants tenant.

In addition to general information concerning present trends in the migrant population and information concerning the needs of migrant children, more data are needed regarding what is now happening to migrant youth as a result of the millions of dollars we are spending on programs to improve their education. To do this will involve an objective, longitudinal study of at least three or four years. A possibility might be a research design involving the home base states of California, Texas and Florida. Once the migrant student population is adequately determined, then, by use of sampling techniques 100 migrant children in each of the three states could be selected and carefully studied over a three or four year period. A study of this type would be designed as an attempt to determine changes in things, such as, student self-image, vocational aspirations, communication skills, physical strength and health, school attendance, etc. This research of a carefully selected sample of migrant children could serve as a basis for evaluating the many new programs being undertaken. Concurrently, this study should furnish information which would help us develop educational programs of higher validity for migrant children.

The need for up-to-date information about migrant children is desperate. Documented evidence must be gathered so that appropriate action can be taken. For example, site visitors to migrant programs in 30 counties in Arizona, California, Georgia, Florida, New Mexico and Texas revealed that "in one area observers were informed that only 10 per cent of eligible school children were attending school." [10] If this be true, and it certainly can be checked out, then it is unforgivable. The need for information is great.

The need for data demands the coordination among various individuals, groups, agencies, and states. Because the migrant community is nationwide, our concern must generate from a cooperative, united heart beat.

Therefore, as a national goal, <u>coordination/cooperation of efforts must be pursued, developed, and maintained among the various directors, advisory committees, and agency representatives of groups within and among the states concerned with the welfare of migrants.</u> Among these are more specifically, state and local boards of health, education and welfare, educational associations, regents, labor organizations, federal government agencies, growers, and the migrants themselves.

The importance of this goal is certainly recognized by the people planning the conference for which this paper was written, since one full day has been devoted to the discussion of this topic. But it bears repeating and underscoring: <u>There must be coordination/cooperation among the states and agencies regarding all facets and ramifications of the educational problems related to migrant children.</u>

Time and again at conferences and meetings where the educatory problems of migrant and other disadvantaged children are discussed, the cry is voiced: "We cannot do thus and so because of state policy or local regulations." But let it be recognized that anything which will improve the educational and social status of these youngsters can and must be done. It is incredulous to think we would beat down an idea which has potential for improving the status of migrants with the excuse that "policy" will not allow us to do so. If we want to, we can change policy and even laws if necessary. Perhaps it is necessary, as Dr. B. Frank Brown of Melbourne, Florida says, to use "craft and low cunning" in order to do what is needed for boys and girls.

Implicit within this goal is the concept of support for migrant education through local, state and national resources. We have been and are continuing to become more and more dependent on the federal government for the education of the deprived - especially migrant children. We are prone at the local and state levels to say: "Let the federal government do it."

Federal funds have motivated us to take notice of migrant children and so we must also accept the fact that a large share of the responsibility for their education must be borne by local and state educational agencies.

Within the programs at all levels, attention should be given to how funding can meet the changing conditions brought about by weather, crop increase or failure, automation, and those circumstances which will increase or decrease the number of migrants in an area at any given time. For want

of a better expression a "program escrow account" should be built into the budget of migrant programs so the unforeseen can be implemented quickly and positively and children will not be prey to the whims and vagaries of man and nature.

To facilitate this goal of cooperation/coordination, it is again proposed, as was done earlier this year,[11] that the State Department of Education and the United States Office of Education establish at least three or four major regional migrant centers for purposes of research, dissemination, consultative service, and development and evaluation of present and future programs of migrant education. These centers could, in a functional way, develop programs for interagency and interstate cooperation involving coordination of all education programs for migrants.

These centers, university based and located in the states considered home base for the majority of migrant workers, would receive support from monies allotted to the states for work with migrants under Title I, ESEA. The staff of each center would include persons with an expertise and experience in working with migrants and could be the instrumentalities for effecting the national goals in this paper.

To act positively on the above suggestions demands an end to provincial interests so the larger problem and shame migrant workers bear can be seen in proper perspective. Coordination/cooperation as words have been fused together in this discussion. They cannot be dichotomies. They must be partners.

Educational Program Development

The need for highly trained, qualified teachers for migrant children is great. The problems in finding them and seeing that they are located in areas where migrant children live only compounds the matter. So far the efforts made have been negligible as have the results. The training of new teachers must be done in the context of retraining or upgrading the skills of present instructors of migrant children.

Therefore, as a national goal we must develop pre-service and in-service education programs for teachers of migrant children.

The centers as discussed above could be deeply involved in the training and retraining of educational personnel for work with migrant children. Undergraduate students could be given tutorial and small group experiences during their early instruction with migrant children and develop greater competency in their student teaching. The centers, being the depositories and generators of migrant education research, would be available to these students, also.

In-service teachers would not only be able to upgrade their techniques through the centers, but would also be able to develop special competencies as diagnosticians, language development instructors, and in master teacher classifications. [12] Teacher aides could also be trained drawing from the migrant population itself as is being done presently in a number of localities.

The education of teachers need not, actually cannot, be done in three or four widely separated centers. But these centers can be the

depositories and disseminators of films, video tapes, kinescopes and other media which could be on loan to other education institutions and would, therefore, enhance the instruction of many.

The farther program implementation gets from the local problems, the more loss - educationally, materially, and financially - is incurred. We need, therefore, to return again to the criterion for stating our goals - how will this affect positively the individual potentialities of migrant children.

Therefore, as a national goal we must <u>initiate and implement answers at the local level which are of personal concern to migrant children and teachers</u>.

One of the authors while visiting a principal and some of her teachers in a school whose student population was 50% migrant brought up the subject of the additional funds available to assist them in their work. The speaker was embarrassed when the remark was greeted with laughter. After pursuing the matter further, he was told in no uncertain terms that this staff had not been consulted nor would they be consulted as to how the money might be used. The principal ventured that she would probably use some type of financial manipulation to see that some of it was used in a way to help youngsters most. This is just one case but even if true in only this instance, it is certainly an indictment in using available funds.

We, at the state level, have long accused the federal government for dictating programs to the states on the basis of incomplete information. Certainly, we have insisted they did not know our problems.

Now the money is flooding the states as from a gigantic irrigation dam. But all too often it is not filtering down to the grass roots where it is desperately needed. There is no apparent growth because the water is too often being siphoned off for consultants, conferences, for good things but not those vital concerns which really get the job done at the grass roots' level.

The basic problem is the children in the classroom: This is the top root which needs soaking. Unfortunately, we content ourselves with spraying the leaves and not saturating (with money) the root.

We might ask ourselves who is responsible for this situation. For a certainty, we can no longer blame the federal government since the money is turned over to the state and the state agency has the responsibility for determining problems and finding their solutions. If we are not careful, we are going to commit the same sin at the state level we wrongfully or rightfully accuse the federal government of committing. It is heard around the country, voiced by teachers, principals, and local school administrators: "We are having more trouble now in working out programs and getting our money than we did when we dealt directly with the federal government." This should not be true. In planning programs for migrant children, we must get down to the basics and involve teachers and other personnel who are in daily contact with migrants as we plan and develop new programs. <u>And is there any really valid reason why migrant children and parents could not be involved?</u>

Unfortunately, we are so anxious to get the money and to see that it is spent that there is a tendency to forget the basic purpose for which the money was appropriated.

Dr. Jack Frymier, from The Ohio State University, in a recent speech illustrated this problem rather succinctly. He said: "We presume that people who are higher up know more than those who are further down. That's almost never true. Almost no secondary school principal knows as much about teaching biology as the biology teacher." [13] And this is true in finding consultants with migrant expertise to help develop meaningful programs. Perhaps we need to change this and go directly to the source.

Mr. Howard McMillan, Assistant Superintendent in charge of Federal Programs, Dade County, Florida suggested just such a procedure a short time ago in a telephone conversation related to a migrant program. His statement was:

> . . . that we are making a mistake in trying to find people who have been consultants and then trying to educate them about migrants. We ought to reverse this and try to find teachers and principals and others who have worked with the migrants and know all about migrants and then put them through a program of training so they can be consultants.

The care and education of migrant children can only be as good as those at the local level make it.

Evaluation

Each of the foregoing goals has resident within it the necessity and tools for evaluation. How rigorously evaluation will be pursued, and just as importantly, how much the results will be heeded, will in the long run determine whether the goals will be met.

Therefore, as a national goal we must maintain a constant evaluation of our objectives in their specificity and totality. Tools and techniques

must be developed which actually tell us, and truthfully, where we are going and how we are doing. Insignificant problems cannot be attacked with significant research and evaluation designs because we will only validate insignificant problems. We must evaluate our large problems truthfully and be man enough to admit that what we tried was found wanting when the results so indicate.

Up to the present time, our evaluation of the migrant programs, except in a few rare instances, has been an after-the-fact evaluation. This usually consists of sending some observers into a community or an area where a migrant program has been underway and have them talk to individuals who were either the recipients of the program or those who directed the program. There is certainly nothing wrong with this type of an evaluation and if properly controlled it can give vital information needed to evaluate the success of the project as well as make recommendations for its improvement. However, this type of evaluation would be better if it were planned in advance of the undertaking of the project which was going to be evaluated. For an evaluation to be truly effective, it should be designed at the same time the project is planned and developed. This means that a proposal for a new program for migrant youngsters would not only include the major objectives of that program but would include an evaluation design. Only in this way can the administrators of the program know what data they need in advance of the beginning of the project in order to do an adequate job of evaluation at the end of the project. It is difficult to tell how far we have gone if we do not know where we started from. Likewise, it is very difficult to tell whether we have arrived at the place if we do not know where we are going. Most good programs have well defined objectives which

are specific enough to be measured. Evaluation, adequately planned for previous to actual day-to-day operation, is not difficult.

We all too often ask the wrong questions in our evaluation procedures. Frymier [14] says the wrong kind are frequency and efficiency questions, such as "How many school busses do migrants ride on?" or "How much will it cost?" The correct ones should be effectiveness questions: "Is what we propose to do likely to make a significant change for good in the lives of migrant children and youth?"

In this context let us consider the matter of record keeping as this relates to migrant youngsters. We have placed much importance on this topic. If we undertake a program to really develop an effective traveling record for migrant youngsters, and this should be our aim, then we will want to evaluate the success of this project. It would be very easy to measure whether or not we are able to establish a traveling record for a large proportion of migrant children. We can decide that if we end up with having a traveling record for 90% of our migrant children, that we were highly successful in this program. However, a more important objective would be: "Does the traveling record make teaching and learning more effective?" This objective is not so easily measured but it can be if we plan for the evaluation of the objective in advance of the project. We would have to develop an instrument to determine the effectiveness of a record in helping a teacher teach and a pupil learn and then we would need to apply this instrument before the project started to see how effectively information is now being used. After we have completed our program, we would again measure it to see whether we have moved forward or backwards.

All of us know there are more complicated ways of measuring the effectiveness of certain techniques, such as different teaching procedures. Often this type of research gets so complicated that the actual goal of improving instruction is lost in the pure delight of doing a research study. This is not the type of an evaluation that we are advocating. We are advocating the type of evaluation where we carefully think through our objectives, and then, before we undertake the project, we try to determine how these objectives will be measured. To the best of our ability we determine our present status, then proceed with the new program and somewhere along in the program and at the end, we determine what has been accomplished. If we know what our objectives are, know what our status is when we start the project, determine how we are going to measure the objectives before and after the project is undertaken, then evaluation is not only simplified but also reliable and valid.

Congress requires the Commissioner of Education by law to see that there is coordination of effort among the states. He is also charged to see that proper evaluation is made of these goals and others. But our motivation must not be in the tenor of "requirements" - we must do all we can in the spirit of what is best for children.

Thoreau once said: "If you have built castles in the air, your work need not be lost; that is where they should be built: now put foundations under them."

THE END

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